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AGENDA FOR DEVELOPMENT

An agenda for development: recommendations

Report of the Secretary-General

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PREFACE

1. In accordance with General Assembly resolution 47/181 of 22 December 1992, I circulated on 6 May 1994 a report on an agenda for development (A/48/935) to elicit the views of all Member States, the agencies and programmes of the United Nations system, as well as a wide range of public and private sources.

2. That report was available at the World Hearings on Development organized by the President of the General Assembly in June 1994, and was discussed at the substantive session of the Economic and Social Council in July 1994. Additional comments were received from a wide variety of sources. I have considered all contributions with great care. Most recently, I have had the benefit of statements presented during the general debate of the forty-ninth session of the General Assembly, many of which addressed an agenda for development.

3. As requested in paragraph 5 of General Assembly resolution 48/166 of 21 December 1993, I am now submitting to the General Assembly at its forty-ninth session my recommendations, to follow up on my report on an agenda for development of 6 May 1994, taking into account the discussions during the substantive session of 1994 of the Economic and Social Council, as well as the views presented during the Hearings conducted by the President of the General Assembly and summarized under his own responsibility (see A/49/320, annex). In doing so, I have been mindful of the requests regarding the contents of the agenda contained in the operative paragraph of General Assembly resolution 47/181. A summary of the recommendations appears in the annex to the present report.

I. INTRODUCTION

4. The general recommendations that have emerged can be simply stated, but they are fundamentally important. Firstly, development should be recognized as the foremost and most far-reaching task of our time. Recognition of this imperative, commitment to achieving development, and continual, cooperative and effective action towards it are crucial for humanity's common future. It is urgent for Governments, intergovernmental institutions and the United Nations to review their priorities with the goal of elevating dramatically the attention and support given to development.

5. Secondly, development must be seen in its many dimensions. My report on an agenda for development of 6 May 1994 identified five dimensions of development: peace, the economy, environmental protection, social justice and democracy. The importance of these dimensions has been understood and supported by Member States. For most people and most countries, economic growth is the sine qua non of development. Economic growth is not an option; it is an imperative. But it is a means to an end. New development approaches should not only generate economic growth, they should make its benefits equitably available. They should enable people to participate in decisions affecting their lives. They should provide job-led growth. They must replenish the natural heritage on which all life depends. They must be based upon a comprehensive vision of development.

6. At its core, development must be about improvement of human well-being; removal of hunger, disease and ignorance; and productive employment for all. Its first goal must be to end poverty and satisfy the priority needs of all people in a way that can be productively sustained over future generations.

7. Thirdly, the emerging consensus on the priority and dimensions of development should find expression in a new framework for international cooperation. The enterprise we call international cooperation for development is needed now more than ever, but it must be revitalized in order to escape fully its Cold War past and contribute fully to the realization of development goals.

8. Fourthly, within this new framework for development cooperation, the United Nations must play a major role in both policy leadership and operations. Comments on the May 1994 report on an agenda for development have not only strengthened understanding of the dimensions of development. They have also revealed strong support for a revitalized role of the Organization and for measures to enhance the coherence and relevance of the United Nations system in development.

9. The development mission and responsibilities of the United Nations stem directly from the Charter of the United Nations and the fundamental nature of the United Nations as an international political entity and moral force; from the inseparability of peace-keeping, humanitarian and development objectives; from the contribution of development to the universal goals of peace, freedom, social justice and environmental quality - goals for which the United Nations stands and for which it works daily around the world; and from the strengths of the programmes that have developed over its 50-year life. The United Nations cannot be a strong force for peace unless it is also a strong force for development.

10. It is time for the United Nations to realize its original mandate in the social and economic fields, to make the comprehensive pursuit of development the centre of its action, and, in this new context, to assist Member States in their efforts to realize their diverse development goals.

11. The United Nations system - the United Nations itself, the specialized agencies, and the Bretton Woods institutions - has much to bring to the development process. But the system will realize its potential only if its intergovernmental processes are strengthened and made more coherent and if the various development assistance components integrate their complementary mandates into coherent and coordinated support for countries' aspirations. There is also great room for improvement in the Organization's operations, including the linkages among peace-keeping, humanitarian assistance and development.

12. The general recommendations that have emerged from the process of forging an agenda for development have brought to the fore three key objectives: to strengthen and revitalize international development cooperation generally; to build a stronger, more effective and coherent multilateral system in support of development; and to enhance the effectiveness of the development work of the Organization itself - its departments, regional commissions, funds and programmes - in partnership with the United Nations system as a whole.

13. The recommendations presented in the following paragraphs are addressed and organized according to these three objectives, with a special focus in each case on what the United Nations can and should do. No real improvements will be possible unless the Member States are convinced of the need for, and unless nations and peoples everywhere share the fruits of, the proposed changes. Member States are challenged to grasp this opportunity and make the United Nations system a far more effective instrument of multilateralism.

II. RECOMMENDATIONS FOR REVITALIZING INTERNATIONAL DEVELOPMENT COOPERATION

14. A new framework for international development cooperation requires mutually supporting actions at the national and international level.

A. National policies for development

15. Development can succeed only if it is driven by national priorities and dedicated to the improvement of the well-being of the country and its people. National capacities to plan, manage and implement development programmes must be built both in government and in civil society.

16. While the individual State is no longer the sole actor in development, each State bears primary responsibility for its own development. Whether expressed as a responsibility of States or as a right of peoples, development requires competent governmental leadership, coherent national policies and strong popular commitment.

17. A strong partnership between government and civil society is an important prerequisite for sustainable development.

18. Governments have a special responsibility to protect poor and marginalized peoples and to seek policies which offer them avenues towards productive involvement in their societies and economies.

19. Non-state actors, including grass-roots people's movements and non-governmental organizations, should be strengthened and supported. These organizations of civil society give a voice to the people, and should be recognized and included in new development models.

20. The importance of private business should not be underestimated. As part of the partnership, strong private enterprise sectors, the use of market forces and market-based mechanisms, and the cultivation of entrepreneurship should be encouraged. Governments should ensure that social and environmental costs are accurately reflected in prices, and lead to macroeconomic stability.

21. Government, civil and social action must be taken to fight corruption and protect consumers, investors, workers and the environment through appropriate regulations.

B. International setting

22. A favourable, growth-oriented international setting for development is vital. External macroeconomic forces - trade, debt management, direct investment, capital flows and access to technology - must support development objectives. International cooperation for development must include partnerships with the business community, national and international.

23. The equitable integration of the poorest and least-endowed countries into the world economy is a major requirement. The marginalization of these countries is perceptible and must be reversed.

24. It is distressing that the official development assistance target of 0.7 per cent of gross national product, which was adopted in 1970 and reaffirmed as recently as 1992 at the United Nations Conference on Environment and Development (UNCED), was achieved in 1993 by only four countries: Denmark, the Netherlands, Norway and Sweden. Development assistance must be brought closer to the agreed targets, and its diversion to non-development priorities must be reversed. New agreements should be reached on plausible interim goals for steady increases in official development assistance. A larger share should be allocated to the development work of the United Nations.

25. There is an urgent need to increase the overall level of development assistance and to ensure that funding for peace-keeping, humanitarian emergencies and the global environment is provided from new and additional resources and not from development assistance.

26. The international community must find a solution for an issue that has bedeviled development efforts for two decades: debt. Debt problems are acute among the poorest countries, particularly those in Africa.

27. Reforming countries in debt crisis require an adequate and permanent reduction in the stock of debt that will restore private sector confidence at home and abroad and facilitate their recovery, growth and development. The debts of the least developed and poorest countries should be cancelled outright. Recycling debt to finance economic, social and environmental projects should be considered.

28. Developing nations must be provided equitable access to expanding global opportunities in trade, technology, investment and information. The fruits of the technological and informatics revolution must be more evenly available if present international economic disparities are not to deepen further and weaken the foundations of global progress.

29. Countries in transition to a market economy face special problems stemming from the need for rapid but sensitive transformation in fundamental economic organization, lack of competitiveness in international markets, economic depression and other factors. These countries should be supported by additional resources from the international community.

30. Regional economic cooperation should be recognized as an important component of many countries' development strategies. Regional integration

schemes, from loose associations to free trade agreements, provide a rich experience upon which new policy initiatives can draw. Economic and technical cooperation among developing countries with similar challenges and experiences should be encouraged.

31. Economic progress and human well-being in many parts of the world are threatened by unchecked population growth and environmental deterioration. Programmes to address these issues, including the Programme of Action recently forged at the International Conference on Population and Development in Cairo and the agreements reached at UNCED in Rio de Janeiro, must be given high priority as an integral part of comprehensive development.

32. The rapid application of new technology and changes in consumption are needed to check extravagant consumption of natural and environmental resources.

33. Excessive military spending and its consequences are deeply inimical to development goals. A unique opportunity is now available for further progress on reducing military expenditures, phasing out most forms of military assistance and subsidies to arms exporters, and effectively curtailing indiscriminate international trafficking in arms. Greater transparency of military spending is needed. The United Nations Register of Conventional Arms must be strengthened. More extensive comparative analysis of military and social budgets must be undertaken. Land-mines are a major obstacle to development, shattering lives and removing land from productive use. An outright world-wide ban on the production and transfer of land-mines and their components should be declared. The holding of world hearings on the connection between disarmament and development conducted by the President of the General Assembly should be seriously considered.

34. As the success of the International Conference on Population and Development at Cairo demonstrates, a powerful international development agenda is emerging on an ongoing basis through the work of a continuum of United Nations conferences and summits. Effective and realistic mechanisms must be made available to implement goals established at these conferences.

35. A common framework should be developed to follow up major United Nations conferences, past and future. Goals and targets in the economic and social development field endorsed by past international conferences and summits should be synthesized, costed, prioritized and placed in a reasonable time perspective for implementation.

36. The fiftieth session of the General Assembly provides an appropriate opportunity for focusing the attention of the international community on forging a new framework for development cooperation between industrialized and developing countries, in which common interests and mutual needs provide the basic rationale for a new partnership.

37. In this regard, an international conference on the financing of development should be considered by the Assembly. Such a conference could be convened in close consultation with the Bretton Woods institutions, the regional development banks and the Development Assistance Committee of the Organisation for Economic Cooperation and Development.

III. RECOMMENDATIONS FOR AN EFFECTIVE MULTILATERAL DEVELOPMENT SYSTEM

38. With increasing global interdependence, the need for multilateral cooperation will inevitably expand. A strong and effective multilateral system with the United Nations at its centre is an essential prerequisite for successful multilateral cooperation on development and international economic policy and operations.

39. The responsibility for building a new framework for development cooperation is widely shared. But the role of the United Nations is unique and indispensable. As the world Organization based on the principle of universality, and with an unmatched global network at all levels, the United Nations can promote awareness, build consensus, inform policy in every dimension affecting development, and help to rationalize and harmonize the multiplicity of public and private efforts world wide in the cause of development. Enhancing the role of the General Assembly and the Economic and Social Council, and strengthening linkages between the Organization and the Bretton Woods institutions on the one hand, and the sectoral and technical agencies on the other, are crucial requirements to these ends.

A. General Assembly

40. In the context of the ongoing intergovernmental reform process on the restructuring and revitalization of the United Nations in the economic, social and related fields, the General Assembly must play a major role to focus the attention of the international community on forging a new framework for development cooperation.

41. The General Assembly should identify critical issues for international cooperation and policy development and serve as a forum for regular identification of gaps and inconsistencies, as well as emerging problems that are likely to fall between the purviews of more narrowly focused institutions in the fields of development, trade and finance. The Assembly should focus on the development of norms, standards and rules of the game required to manage global interdependence in a rapidly changing international environment and promote an integrated approach to economic and social development. The roles of the Second and Third Committees could be reviewed from this perspective.

42. The early part of General Assembly sessions, with high-level representatives present, could be used to organize a focused dialogue on these issues in the plenary sessions. Consideration could be given to convening, every few years, special sessions of the Assembly on major aspects of international cooperation for development.

B. Economic and Social Council

43. Key to the ongoing effort to strengthen the United Nations as the centre of an effective multilateral development system is the revitalization of the Economic and Social Council to fulfil the role envisaged for it under the Charter.

44. Firstly, the Council should deliberate and decide upon the full range of development issues in accordance with that role, mindful of the Relationship Agreements with and mandates of the specialized agencies and the Bretton Woods institutions. The Council should bring the specialized agencies into a closer working relationship with the United Nations and perform the functions specified in the Charter under Chapter IV, on the General Assembly; Chapter IX, on international economic and social cooperation; and Chapter X, on the Council itself.

45. Secondly, the Council should serve as an international development assistance review committee, providing a regular opportunity for both donors and recipients to discuss and assess aid programmes and policies. As part of this role, the Council should function as a unifying governing entity to which the existing governing bodies of the United Nations funds and programmes would relate on major policy matters. It would also provide intergovernmental oversight of the relevant United Nations departments with responsibilities for operational activities for development.

46. Thirdly, the Council should identify potential or emerging humanitarian emergencies and provide policy guidelines in developing coordinated initiatives to address such situations.

47. These responsibilities and functions of the Council could be reinforced by an expanded bureau, meeting inter-sessionally to focus the work of the Council and facilitate agreement on issues for endorsement by the Council. To preserve efficiency while retaining representativeness, the expanded bureau should be limited in membership. Its working methods should provide for maximum flexibility so as to ensure timely responses. The entire Council, at a high level, would meet at specific times of the year to provide general policy guidance and to review the work of the expanded bureau.

48. To support the General Assembly and the Economic and Social Council in providing effective leadership in development, a council of international development advisers should be considered. This council would issue an independent annual or biennial report, analyse key issues concerning the global economy and their impact on development, and inform international opinion.

C. Bretton Woods institutions

49. Strengthening the links with the Bretton Woods institutions was one of the dominant themes during the recent debate in the Economic and Social Council high-level session and in the World Hearings on Development. Enhancing the relationship between the United Nations and the Bretton Woods institutions is one of the mandates contained in the original General Assembly resolution 47/181 calling for an agenda for development.

50. There are many fields in which the ongoing dialogue and substantive partnerships between the Bretton Woods institutions and the United Nations may be strengthened. In particular, with the expansion of the World Bank lending into social, environmental and other sectors which require capacity building, decentralized planning and execution, small loans and more participatory

development involving all institutions of civil society, there should be greater scope for collaboration with United Nations programmes and agencies working in these areas.

51. Similarly, the World Bank could utilize and support United Nations programmes in delivering grant-based technical assistance, particularly "free standing" technical assistance unrelated to specific capital investment projects.

52. There are successful examples of country-level collaboration between the Bretton Woods institutions and the United Nations programmes in these and other areas, which should be employed as models for replication.

53. Cooperation between the Bretton Woods institutions and the United Nations could be pursued through joint initiatives in, among others, the following fields: poverty reduction strategies, including small enterprise development and micro-credit availability; improvements in the productivity of the resources sector and sustainable energy development; preventive development and post-conflict peace-building and reconstruction; socially and environmentally responsible structural adjustment programmes; and capacity-building and improved public sector management.

54. An issue that has attracted considerable attention in the Economic and Social Council discussions and in the World Hearings on Development is the policy conditionality for structural adjustment loans designed by the World Bank and the International Monetary Fund (IMF). There is little disagreement on the need for structural adjustment and economic reform. There is, however, controversy over the policy content of structural adjustment programmes and concern that such programmes are, in and of themselves, insufficient.

55. The Organization and the Bretton Woods institutions should work together with concerned countries on the components of the policy dialogue and other complementary and compensating initiatives that must accompany structural adjustment programmes. There is considerable scope for such collaboration in the aid consortia, consultative groups and round tables organized under multilateral auspices, particularly by the World Bank and the United Nations Development Programme (UNDP). Special attention also needs to be given to making the country policy dialogue more transparent and relevant by building Governments' capacities to lead the dialogue process and in clearly detailing policy options in country documents prepared by the World Bank/IMF and the United Nations development system. The United Nations resident coordinator should be involved with such policy dialogues. Efforts now under way to promote greater complementarity between country strategy notes and policy framework papers should be pursued.

56. The revival of the United Nations/Bretton Woods Liaison Committee could also be explored with the aim of enhancing substantive consultation. In addition, the Secretary-General should convey, as appropriate, the concerns of the United Nations system as a whole to the Joint Committee on Development of the Board of Governors of the IMF and the World Bank.

D. Sectoral and technical agencies

57. The diversity represented in the agencies of the United Nations system can be a great source of strength if the variety of constituencies and expertise which they represent is harnessed in support of comprehensive, sustainable development.

58. The contribution which the sectoral and technical agencies have been making to the preparation for, and follow-up to, major global conferences - encompassing intergovernmental policy inputs, specialized secretariat expertise, and the promotion of contributions from different sectors of civil society - represents a model which should be applied progressively to all aspects of the development work of the Organization. Initiatives for joint action, such as the new inter-agency programme on the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), should similarly be expanded to other areas.

59. Technical contributions from these agencies, particularly the smaller technical agencies concerned with various aspects of infrastructure development, should be integrated more fully in economic and social plans and priorities promoted by the United Nations system.

60. Maintaining the integrity and comprehensive nature of the United Nations system should be a major, constant concern of the international community. In this context, the desirability of bringing new organizations such as the World Trade Organization, endowed with wide international responsibilities in fields of international economic and social cooperation, into relationship with the United Nations, deserves priority attention.

61. In line with the objectives that have guided the recent restructuring of the inter-secretariat coordination machinery, members of the Administrative Committee on Coordination, under the chairmanship of the Secretary-General, will pursue further measures to strengthen the contribution of that Committee to enhancing the coherence and impact of the work of the system. As part of this effort, it is intended to make greater use of small task forces at the executive head level focusing on critical development issues, and to develop joint programmes based on common policies for implementation at the country level.

IV. RECOMMENDATIONS FOR MORE EFFICIENT AND EFFECTIVE UNITED NATIONS DEVELOPMENT ACTIVITIES

62. The development activities of the Organization span a wide range: long-term social, economic and political development; post-crisis reconstruction and rehabilitation; and issues such as population, the status of women, child survival, the environment, drug control, and housing and urban management. Confidence in the United Nations depends to a large extent on the efficiency and effectiveness of these programmes.

63. The fundamental reason for improving United Nations development assistance efforts is not because these efforts are failing but because they are succeeding. The demand for the services that the United Nations provides far

outstrips its capacity. In other words, the need to build on past successes, to take full advantage of proven capabilities and to respond to new demands and new opportunities, is the most compelling reason for strengthening United Nations operational activities for development.

64. Further measures to improve and strengthen governance, management, funding, the division of labour and the allocation of responsibilities, coordination and staffing, must build upon the reform initiatives undertaken to date. These include the series of changes in United Nations operations set in motion by General Assembly resolutions 44/211 of 22 December 1989 and 47/199 of 22 December 1992, in the context of its triennial policy reviews of operational activities for development, as well as by other restructuring and revitalization efforts. Enhancing coordination and effectiveness within the United Nations itself can go a long way to foster coherence in the system as a whole.

A. Assets and strengths

65. Efforts to make United Nations operational activities more efficient and effective must begin with careful identification of those areas where the United Nations has special assets and strengths in support of development.

66. The United Nations provides a unique forum for raising public consciousness, providing information, defining the international development agenda and building the consensus needed for action. Once forged, consensus is translated into international norms and agreements, integrated into national development priorities and supported through United Nations operational activities.

67. The neutrality of the United Nations means that it does not represent any particular national or commercial interest. The United Nations can therefore develop special relationships of trust with the countries it supports in their development efforts. It can provide stable, long-term capacity-building assistance free of short-term political or economic objectives.

68. The United Nations has an unmatched global network of regional commissions and country offices. The resulting delivery capacity of the United Nations is uniquely strong. Because of its universal presence, the United Nations can operate effectively at both the country and the inter-country and regional levels.

69. The United Nations emphasizes bottom-up, country-driven programming of development assistance resources, without conditionalities. Coupled with the participation of developing countries in United Nations governance, this ensures that United Nations development initiatives derive from national priorities and are dedicated to the progress of the countries involved and their peoples.

70. The United Nations has a comprehensive mandate, spanning social, economic and political issues. Working in partnership with the specialized agencies, the United Nations has expertise across virtually the full range of development interests. This breadth further enhances delivery capacity.

71. United Nations programmes focus on the neediest countries and on the neediest people within those countries. The United Nations has special strengths and experience in addressing social aspects of development and integrating social and economic dimensions, working with Governments, grass-roots people's movements and other non-governmental organizations.

72. The United Nations is able to mobilize, deliver and coordinate humanitarian assistance. It can promote reconstruction, reintegration and other development in post-emergency situations. It can link peace-keeping, refugee assistance, relief efforts and development. It provides an ideal base for support for early warning and preventive development initiatives. In this area, as in others, the United Nations organizations have established close working relationships with non-governmental organizations at all levels.

B. Common goals

73. Where there is a shared vision and common purpose, coordination and integration in the Organization's operational activities will follow. Through international conferences and in other ways, the United Nations and its Member States are seeking to articulate and promote a shared vision of development that is human-centred, equitable, and socially and environmentally sustainable. Through this process, common goals are emerging that can serve to galvanize the energies and focus the efforts of the United Nations funds and programmes, together with their agency partners.

74. A major goal in this regard is the empowerment of women. With the emerging consensus on the priority and dimensions of development has come a deeper understanding that in virtually every dimension of development - whether political, social, economic, environmental or security related - the role of women is central. Policies and institutions that suppress the real potential of half of the Earth's people must be reformed. The empowerment of women must be recognized and utilized as a powerful tool for liberating the full creative energies of a society. The visibility, coordination, programming and accountability of the United Nations in gender-related development issues must be improved.

75. The outcome of the International Conference on Population and Development, the adoption of the Declaration on the Elimination of Violence against Women by the General Assembly at its forty-eighth session, and the decision of the Commission on Human Rights to create the position of the Special Rapporteur on violence against women, are major recent achievements for the protection of women's human rights. At the Fourth World Conference on Women, further international agreement on measures to promote the advancement of women should be reached. Implementation of such agreements should proceed in a coordinated way and be fully integrated in overall development efforts.

76. Three other common goals are outlined in the paragraphs that follow: poverty eradication, preventive and curative development, and African development. Member States are urged to support United Nations leadership in these areas. Other key goals that can unify the development work of the United Nations funds and programmes range from support for programme country priorities

in food security, full employment and education for all, to protecting and regenerating the natural resource base for sustained production.

77. All countries should agree on a global compact to eliminate poverty over a specified period of time.

78. Upcoming conferences, especially the World Summit for Social Development and the Fourth World Conference on Women, can define clear, ambitious and monitorable objectives in the area of poverty eradication, supported by operational strategies adapted to each country's situation. The United Nations should play a direct role in this effort to seek to mobilize action on these objectives by the entire international community.

79. The critical elements for a poverty eradication initiative - such as basic social services, employment generation, food security, drug and transnational crime control, and access to credit, technology, training and markets - should be integrated into a comprehensive operational package.

80. Recent years have witnessed phenomenal growth in the Organization's activities in peace-keeping, refugee assistance and other humanitarian relief. These activities must be complemented by new development initiatives for preventive and curative development.

81. Preventive development is a necessary complement to preventive diplomacy. The United Nations should build state-of-the-art capabilities to act preventively for development, anticipating and responding to crises, natural and man-made, before they occur. As proposed earlier, this should be a new main focus of the work of the Economic and Social Council.

82. A global watch system should be considered to provide early detection of impending humanitarian emergencies and guidelines for preventive action for consideration by the Economic and Social Council. This system would access, build upon and seek to strengthen existing capabilities.

83. A new focus on curative development is required. When the time comes to heal the wounds of a society, demobilize soldiers and reintegrate refugees and internally displaced persons, timely, post-conflict peace-building and development - including reconstruction and rehabilitation - are essential.

84. Special initiatives to give added momentum to development efforts in Africa are urgently required. Of the 47 least developed countries in the world, 33 are in Africa. Africa accounts for just 2 per cent of world trade and only 1.4 per cent of world exports. Economic growth is hampered by external debt problems, by the decrease in external resource flows, by sharply declining terms of trade and by mounting barriers to market access. Desertification poses a severe obstacle to development. And across the continent, the persistence of poverty and widespread unemployment have undermined social confidence and social stability, fuelling conflict and unrest.

85. In the light of Economic and Social Council resolution 1994/38 of 29 July 1994 on the United Nations New Agenda for the Development of Africa in the 1990s, and as suggested in the most recent meeting of the Administrative

Committee on Coordination, consideration is being given to setting up a task force of that Committee to identify major inter-agency initiatives to be taken in support of Africa. The task force would focus on the development of country-level cooperation around specific goals and issues and define the required policy options to galvanize international support for African economic recovery and development.

C. Operational coordination

86. The various development entities comprising the United Nations have their own organizational cultures, public name recognition and constituencies, and resource mobilization capacities. Moreover, a certain amount of organizational diversity and pluralism can be healthy. Efforts to enhance operational coordination within the United Nations should endeavour to achieve the benefits of a unified system, while preserving the strength of the current approach.

87. Such efforts should be aimed at the following objectives, among others: building a more integrated, efficient and effective framework through which the United Nations can better assist countries in realizing their development objectives, including clearer and more complementary definition of the roles and missions of the various components; eliminating duplication and fragmentation; strengthening leadership and cooperation at country, regional and headquarters levels; strengthening United Nations capabilities in the coordination and delivery of humanitarian assistance, the linking of emergency relief and development, and in the promotion of preventive and curative development; mobilizing analytical and normative capacities and strengthening the role of the Organization in interrelated areas such as trade and access to technology, in support of operational activities; defining the appropriate level - country, region or headquarters - for activity on various issues; integrating the regional commissions with the development work of the Organization as a whole; strengthening the resident coordinator and country-driven approaches; streamlining the delivery capacity of the United Nations through common premises, the programme approach and common programming cycles; and achieving more rapid and aggressive implementation of General Assembly resolutions 44/211 and 47/199, including the country strategy note and other tools, for a more integrated United Nations response to country priorities.

88. In pursuit of these objectives, I intend to convene frequent meetings of all senior officials in the economic and social sector, with the support of the Administrator of UNDP, as a main instrument to improve overall programme coordination and policy coherence within the Organization. The outcome of the work of a strengthened Joint Consultative Group on Policy, focusing on country-level coordination and related issues, should constitute an important input into these senior official meetings.

89. When operational activities for development are undertaken within the context of a peace-keeping mission, which is placed under the command of a special representative, all elements of the United Nations system at all levels that are active in the theatre of operations must come under the command and direction of the special representative. It must be recognized that the special representative has not only a political but also an essential coordinating role in this regard.

D. Financing for the future

90. Although better operational coordination and a top-calibre international civil service are essential, the effectiveness of the United Nations operational activities for development will ultimately depend upon financial resources. The most significant difficulty facing the United Nations entities engaged in development work is that they are unable, owing to resource constraints, to mount assistance efforts on a scale commensurate with the challenges they help Member States address.

91. The United Nations is in financial crisis. Reliance on voluntary contributions alone, in light of the expanded development mandate of the Organization, is no longer feasible. To deal with this, a number of principles and proposals have been put forward. It has been recognized that more resources are needed, that mandates and the resources provided for them must be in a sound relationship, and that predictability in funding is essential so that operations are not undermined in the midst of performance. It has been suggested that a system of assessed, negotiated and voluntary contributions provides the most logical and appropriate means of financing the United Nations as it permits Governments to maintain proper control over the United Nations' budget and its agenda. It has further been suggested that the Organization should review its voluntarily funded programmes, especially those that are financed through trust funds, to eliminate unnecessary and duplicative expenditures. Other measures that may be considered include a fee on speculative international financial transactions, a levy on fossil fuel use (or its resulting pollution) in all countries, earmarking a small portion of the anticipated decline in world military expenditures, utilizing some of the resources that could be released through the elimination of unnecessary subsidies, and utilizing resources generated from a stamp tax on international travel and travel documents.

V. CONCLUSION

92. The battle for people-centred and sustainable development will be won or lost not in the corridors of Governments, but in every hamlet and home, in every village and town, in the daily enterprise of every member of the global community and every institution of civil society. The Charter of the United Nations begins with a pledge by "We, the Peoples ...". It is the people, on whose behalf we all act, who are the true custodians of the emerging new vision of development. It is for them that we must work to achieve a new framework for development cooperation and the revitalization of the United Nations system.

ANNEX

An agenda for development: key recommendations

Development must be driven by national priorities. Through a partnership involving government, civil society and strong private enterprise sectors, national capacities to plan, manage and implement development programmes must be built.

External macroeconomics forces must support development objectives. Developing countries must be provided equitable access to expanding global opportunities in trade, technology, investment and information.

Development assistance must be brought closer to the agreed targets. New agreements should be reached on plausible interim goals for steady increases in official development assistance and a larger share should be allocated to the development work of the United Nations.

An adequate and permanent reduction in the stock of debt for countries in debt crisis undertaking economic reforms should be made. The debts of the least developed and poorest countries should be cancelled outright.

Countries in transition to market economies should be supported by additional resources from the international community.

Further progress must be made on reducing military expenditures. Hearings by the President of the General Assembly on the connection between disarmament and development may be considered.

A common framework should be developed to implement goals established in United Nations conferences. Goals and targets should be synthesized, costed, prioritized and placed in a reasonable time perspective for implementation.

The fiftieth session of the General Assembly should focus the attention of the international community on forging a new framework for development cooperation. In that context, the desirability of an international conference on the financing of development should also be considered.

An effective multilateral development system requires that the unique role of the United Nations be recognized and supported: its universality, unmatched network, and capacity to build consensus, inform policy, and help rationalize public and private development efforts.

The General Assembly should identify critical issues and serve as a forum for emerging problems that fall between the purviews of more narrowly focused institutions in development, trade and finance. It should focus on requirements for a more effective management of global interdependence and the promotion of an integrated approach to economic and social development.

The early part of General Assembly sessions, with high-level representatives present, could focus dialogue on development issues in the

plenary sessions. Special sessions on major aspects of international cooperation for development should be considered.

The Economic and Social Council must be revitalized to fulfil the role envisaged in the Charter. A revitalized Council should:

- bring specialized agencies into a closer working relationship with the United Nations; serve as an international development assistance review committee, and function as a unifying governing entity to which the governing bodies of the United Nations funds and programmes would relate; and identify impending humanitarian emergencies and provide policy guidelines for coordinated initiatives.

Consideration should be given to an expanded bureau of the Council, meeting intersessionally, to facilitate agreement on issues for endorsement by the Council.

Greater cooperation between the United Nations and the Bretton Woods institutions should be pursued through joint initiatives, such as:

- poverty reduction strategies, sustainable energy development, post-conflict peace-building, capacity-building and improved public sector management.

The Organization and the Bretton Woods institutions should work together with concerned countries on the components of the policy dialogue and other initiatives that must accompany structural adjustment programmes. Governments' capacities to lead the dialogue process must be reinforced, with the support of the Resident Coordinator. Greater complementarity of country documents should be pursued.

The contributions of technical and sectoral agencies should be integrated more fully in development strategies, in support of comprehensive, sustainable development.

The integrity and comprehensive nature of the United Nations system must be maintained. Bringing new organizations such as the World Trade Organization into relationship with the United Nations deserves priority attention.

Members of the Administrative Committee on Coordination, under the chairmanship of the Secretary-General, will pursue further measures to strengthen the coherence and impact of the work of the United Nations system.

Further measures to improve governance, management, funding, and allocation of responsibilities, coordination and staffing, must build upon reform initiatives undertaken to date, including changes set in motion by General Assembly resolutions 44/211 and 47/199, as well as other restructuring and revitalization efforts.

The empowerment of women, poverty eradication, preventive and curative development, and special initiatives to support African development, are crucial areas in which the United Nations should provide leadership and focus action.

Other key goals which can unify the development work of the United Nations include food, security, full employment, education for all, and protecting and regenerating the natural resource base for sustained production.

Efforts to enhance operational coordination should endeavour to achieve the benefits of a unified system, while preserving the strength of the current approach. Among the objectives should be:

- a more integrated, efficient, and effective structure for United Nations development assistance; strengthening United Nations capabilities in the coordination and delivery of humanitarian assistance; mobilizing the analytical role of the Organization in interrelated areas such as trade and access to technology in support of operations; integrating the regional commissions with the development work of the Organization; strengthening the Resident Coordinator and country-driven approaches for a more integrated United Nations response to country priorities.

To these ends, the Secretary-General will convene frequent meetings of all senior officials for the economic and social sectors with the support of the Administrator of UNDP.

In peace-keeping operations, all elements of the United Nations system at all levels undertaking development activities as part of the mission must come under the command and direction of the Special Representative in command of that mission.

United Nations development efforts must be supported by adequate financial resources. Reliance on voluntary contributions alone, in light of the expanded development mandate of the Organization, is no longer feasible.

Three principles are fundamental: more resources are needed; mandates and the resources provided for them must be in a sound relationship; and predictability in funding is essential so that operations are not undermined in the midst of performance.

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REPORT OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES, QUESTIONS RELATING TO REFUGEES, RETURNEES AND DISPLACED PERSONS AND HUMANITARIAN QUESTIONS

SECURITY COUNCIL
Forty-ninth year

Letter dated 8 November 1994 from the Permanent Representative of Turkey to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith the text of a letter from the President of the Republic of Turkey, dated 7 November 1994, addressed to you and a number of heads of State and Government regarding the issue of humanitarian assistance to Azerbaijan.

I should be grateful if you would have this letter and its annex circulated as a document of the forty-ninth session of the General Assembly, under agenda item 99, and of the Security Council.

(Signed) İnal BATU
Permanent Representative

Annex

Letter dated 7 November 1994 from the President of Turkey addressed to the Secretary-General

I would like to bring to your kind attention the plight of the 1.2 million displaced Azerbaijanis who constitute 14 per cent of the country's population and who are living under appalling and dire conditions in their homeland. I would not go into the details of the ongoing conflict between Armenia and Azerbaijan which, in fact, represents the tragedy of the region. Today, while we are striving for the resolution of this conflict within the Minsk Group together with our partners, I am particularly worried that the approaching winter would further aggravate the situation of the Azerbaijani refugees.

Turkey, for its part, within its own means, has done everything to alleviate the sufferings of the Azerbaijani people. However, the solution of this exigent humanitarian issue is beyond the capabilities of a single country. For this reason, I believe that the international community should mobilize itself and coordinate its efforts in this direction.

I trust that we can rely on your personal attention with a view to ensuring the international community's contribution by providing assistance to this humanitarian appeal, which could be conducted through relevant international organizations.

Süleyman DEMIREL